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ABSTRACT

The Regional Interstate Planning Project (RIPP) is composed of representatives from ten state departments of education who meets periodically to discuss topical educational issues of general concern. RIPP member states include Idaho, Montana, Wyoming, Nevada, Utah, Colorado, Arizona, New Mexico, Texas, and Oklahoma. This particular booklet reports on a RIPP seminar on metric education, educational governance, career education, education of the poor, and education of exceptional children, which was held December 10-12, 1974 in Salt Lake City, Utah. The report consists mainly of edited transcripts of various presentations made at the seminar, including duscussions of federal involvement in education, recommendations for metric education in mathematics, research on educational governance at the state level, career education, education for the poor, and mainstreaming of handicapped students. (JG)

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REGIONAL INTERSTATE PLANNING PROJECT PROGRAM . . .

VOL. II

ED141935

EA 009 747

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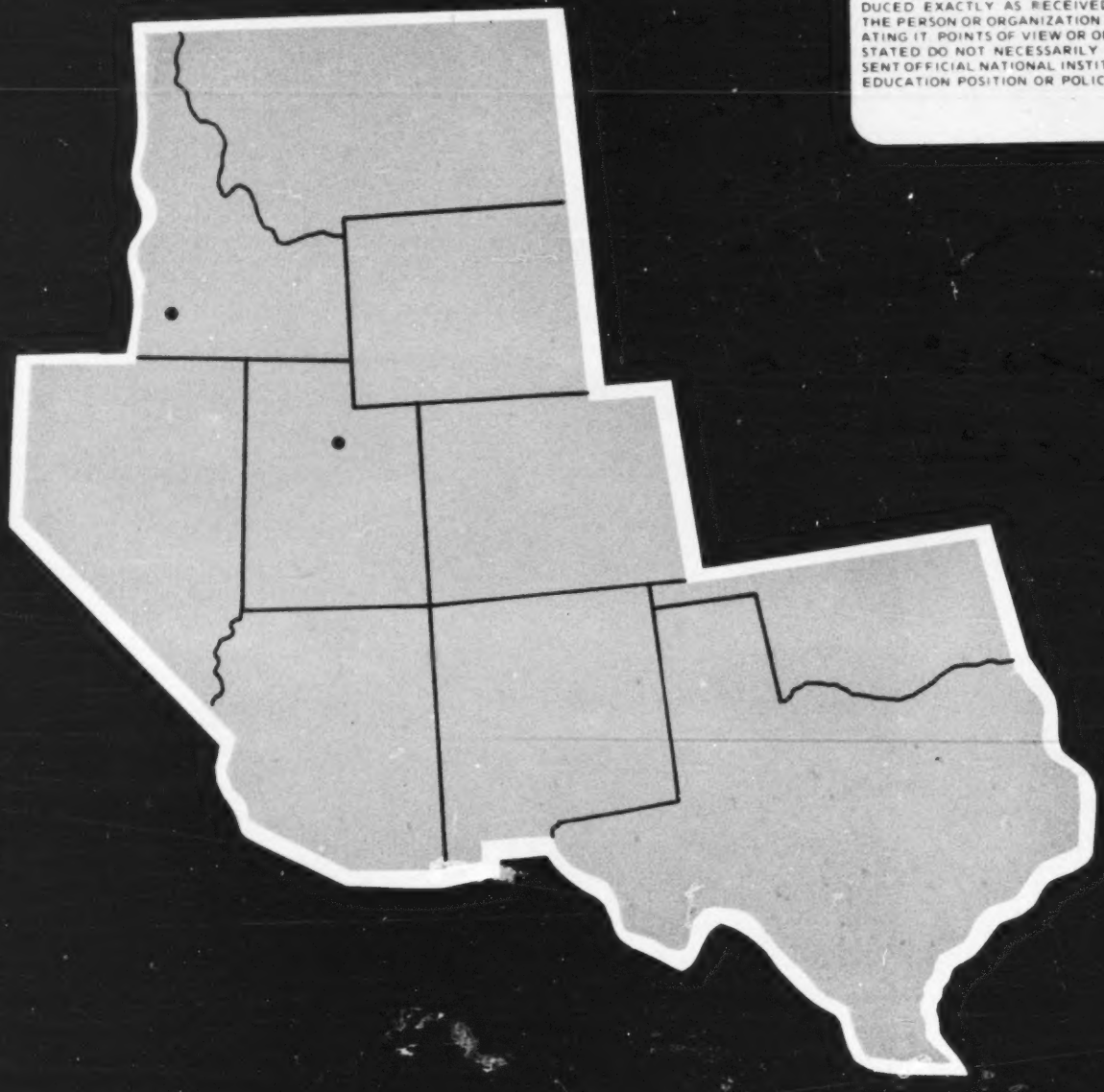

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REGIONAL INTERSTATE PLANNING PROJECT

SALT LAKE CITY, UTAH

DECEMBER 10-12, 1974

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The works presented herein were performed under terms of the grant from the U.S. Office of Education under the Department of Health, Education and Welfare.

An ESEA Title 5, Section 505, Project

FOREWORD

The information contained in this publication is the result of presentations made by Mr. Robert Tardif, Dr. Roald Campbell, Mr. Gene Dorr, Mrs. Beatrice Smith, and Mr. Larry "Smokey" Davis, at a Regional Interstate Planning Project Seminar in Salt Lake City, Utah in December of 1974. The report seems to present some insights into and solutions for current concerns of those SEA's participating in the RIPP activities. These concerns are Metric Education, Educational Governance, Career Education, Education of the Poor, and the Exceptional Child. A portion of this report is also devoted to events in Washington, D. C. regarding education as interpreted by Dr. Elam Hertzler, Special Assistant to the U. S. Commissioner of Education and Dr. Thomas J. Burns, Associate Commissioner for State and Local Programs. In addition to the above presenters, several key USOE staff members served as consultants assisting seminar participants to gain insight into and to develop alternative solutions to problems discussed.

The ten SEA's participating in the Regional Interstate Planning Project have chosen the seminar as the most viable approach to increasing the knowledge of the participants and sharing up-to-date information regarding educational matters. We gain new insight about the state of the art when we know what is happening regarding our concerns in other states and at the federal level as well. We are more responsive to the problems of the local LEA's. We also realize the need to review the recommendations of other 505 projects for alternatives and strategies that will help us, when possible, avoid duplication. In other words, the SEA's participating in the Project are truly attempting to lead out--to be on top--to interpret available information about education--to know the needs and then make wise choices at the state level.

I would like to thank the State Coordinators for their input and assistance in writing topic objectives and providing other services when needed. A special thanks to Dr. Kenneth H. Hansen, Nevada Superintendent of Public Instruction and Chairman of the Policy Board, for his help and advice while planning the Seminar and summarizing the Conference; to Dr. Don Richards, Utah State Board of Education, for making the facility arrangements for our meeting; to Dr. Walter Howard, Mr. Buel Bowlan, and Mr. John Madson for securing the services of local and state staff members to make major presentations and to serve as group discussion leaders.

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INTRODUCTION

The Regional Interstate Planning Project participants meet periodically to discuss new or topical issues of general concern. The latest meeting was held December 10-12, 1974 in Salt Lake City, Utah to consider several subjects of mutual interest: metric education, educational governance, education of the poor, career education, and the exceptional child.

The RIPP Conferences are sponsored by ten State Departments of Education. The project is financed with funds provided under the Elementary and Secondary Education Act of 1965, Public Law 89-10, Title V, Section 505 as amended. The Nevada State Department of Education is the administering state with Dr. Kenneth H. Hansen serving as Chairman of the Policy Board. Other cooperating states are Arizona, Colorado, Idaho, Montana, New Mexico, Oklahoma, Texas, Utah, and Wyoming.

During the process of transcribing, editing, and compiling the RIPP proceedings, the editors have sought to keep the material both brief and informative. The resulting report is, hopefully, a useful record of many thoughtful discussions.

Dr. Jake Huber, Co-Editor
Dr. Evalyn Dearmin, Co-Editor
Research and Educational Planning Center
College of Education
University of Nevada
Reno, Nevada

TABLE OF CONTENTS

	PAGE
REGIONAL INTERSTATE PLANNING PROJECT AGENDA	*iv*
REGIONAL INTERSTATE PLANNING PROJECT SEMINAR PARTICIPANTS	*v*
SPECIAL REPORTS FROM USOE	*vi*
PHOTOGRAPHS	*vii*
FEDERAL INVOLVEMENT IN EDUCATION *(Elam Hertzler)*	1
MATH EDUCATION TASK FORCE RECOMMENDATIONS FOR METRIC EDUCATION *(Robert F. Tardif)*	4
EDUCATIONAL GOVERNANCE PROJECT *(Roald F. Campbell)*	11
NEWS FROM THE POTOMAC: A PLATONIC DELIGHT *(Thomas J. Burns)*	19
CAREER EDUCATION IN ARIZONA *(Gene Dorr)*	24
I. CAREER EDUCATION *(Joseph R. Weaver)*	27
EDUCATING THE POOR *(Beatrice M. Smith)*	28
II. EDUCATION OF THE POOR *(Charles Sandmann)*	33
MAINSTREAMING THE HANDICAPPED *(Larry "Smokey" Davis)*	35
III. THE EXCEPTIONAL CHILD *(Buel N. Bowlan)*	37
RIPP CONFERENCE SUMMARY *(Kenneth H. Hansen)*	39
MESSAGE	42

REGIONAL INTERSTATE PLANNING PROJECT AGENDA

SALT LAKE CITY

December 10, 1974

6:30 p.m. Registration for Conference participants

7:30 p.m. Opening Banquet (CONFERENCE ROOM - Basement)
Keynote Address: *Elam Hertzler*, Special Assistant to the U. S. Commissioner of Education: Federal Involvement in Education

December 11, 1974

8:30 a.m. Registration - Conference participants (LISA-KATY ROOM)

9:00 a.m. *Mr. Robert Tardif*, California State Department of Education: Metric Report

9:45 a.m. Questions regarding report

10:15 a.m. Break

10:30 a.m. *Dr. Roald Campbell*: Report--Educational Governance Study
Questions regarding report.

12:00 Noon Break

12:30 p.m. Lunch (LISA-KATY ROOM)
Thomas J. Burns, Associate Commissioner, State and Local Educational Programs, USOE: Report--News from the Potomac
Verl Snyder, Director of State Relations, USOE: State and Local Educational Programs

2:00 p.m. Conference participants will choose one of three discussion groups to attend:

General Resource Person - *Dr. Harry M. Gardner*, Office of Director, Non-Public Educational Services

Career Education - (LISA ROOM)
Leader - *Gene Dorr*, Arizona State Department of Education
Resource person - *Dr. Sidney C. High, Jr.*, Director of Division of Career Education Program, USOE

Education of the Poor - (KATY ROOM)
Leader - *Ms. Beatrice Smith*, Assistant Superintendent of External Funding, Houston Independent School District

Exceptional Child - (GLASS ROOM)
Leader - *Larry Davis*, Nevada State Department of Education

December 12, 1974

9:00 a.m. Same groups meet

10:15 a.m. Break

10:30 a.m. Recommendations from the three groups (LISA-KATY ROOM)

11:30 a.m. *Dr. Kenneth Hansen*, CSSO Nevada: Summary of Conference

2:00 p.m. Review of P.L. 93.380 Title IV
Discussion of New Application - Title V Part C

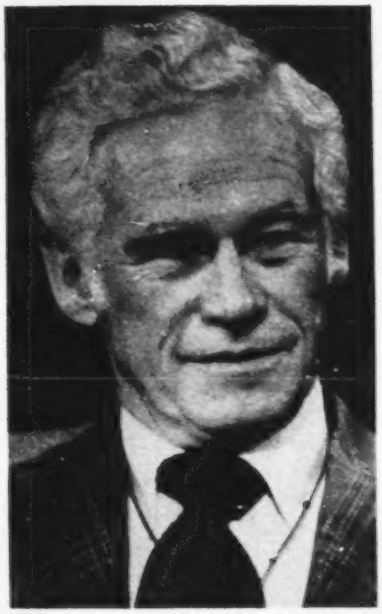
4:00 p.m. Planning Committee Members meet

REGISTER
RIPP Seminar
Salt Lake City, Utah
December 10-12, 1974

1. C. J. Barnett
2. Abel Benarides
3. Reid Bishop
4. Buel N. Bowlan
5. Thomas Burns
6. George Campbell
7. Roald Campbell
8. Don Carpenter
9. Genelle Christensen
10. Smokey Davis
11. William Davis
12. Gene Dorr
13. Richard Fairley
14. Harold Farley
15. Bernarr Furse
16. Paige Galvin
17. Harry Gardner
18. Denis Graham
19. Edwin Graham
20. Vaughn Hall
21. David Hansen
22. Ken Hansen
23. Lee Hardwick
24. Israel Heaton
25. Wiley Hedrick
26. D. H. Hicks
27. Sid High
28. Walter Howard
29. Kenneth Hoyte
30. Larry Huff
31. Elam Hertzler
32. Lynn Jensen
33. John W. Jones
34. Tom Kraner
35. LaMar LeFevre
36. Tom Lockwood
37. Leo Lucero
38. Roland Ludtke
39. John Madson
40. Irv Moskowitz
41. Rudolph Munis
42. Elwood Pace
43. Jean Page
44. Kay W. Palmer
45. Jim Pierce
46. Harold Rehmer
47. Don K. Richards
48. Ted Sanders
49. Charles Sandmann
50. Robb Shanks
51. Beatrice Smith
52. Verl Snyder
53. Ed Steinbrecher
54. Robert Tardif
55. Alve Thomas
56. Marvin Veselka
57. Phillip Ward
58. J. R. Weaver
59. Mrs. Walter Wedow
60. Al White
61. Lerue Winget

SPECIAL REPORTS FROM USOE

We extend our sincere appreciation to Mr. Edwin Battiste, Chief Planning and Evaluation Program Branch, Division of State Assistance, USOE and to Dr. Al White, Director of Division of State Assistance, USOE for sharing with us much useful information about the intricacies of current education legislation and for clarifying ESEA Title V application instructions. Because of the highly technical nature of their discussion, we refer you directly to the legislation rather than try to recapitulate complex instructions in such a brief forum.



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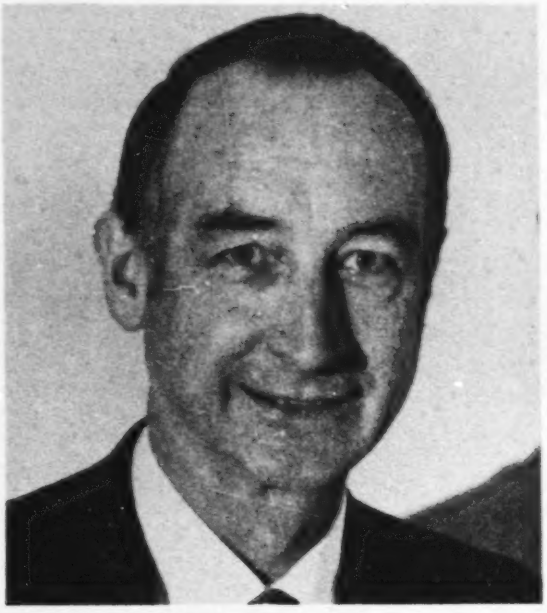
Superintendent of Public Instruction
Nevada State Department of Education
Carson City, Nevada

Dr. Robert F. Tardif
Manager, Math Education Task Force
California Department of Education
Sacramento, California



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U. S. Office of Education

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FEDERAL INVOLVEMENT IN EDUCATION

by

Elam Hertzler
Special Assistant to the U. S. Commissioner of Education
(Ombudsman to State Education Agencies)

The topic which the RIPP Conference chairman asked the U. S. Commissioner of Education to be concerned with this evening is the role of the Federal level of government in education. Traditionally, we have accepted the idea that education--basic education--is the responsibility of the local and state organizations and agencies and that the Federal government role is primarily a supplemental one.

Equal Educational Opportunities

During the period of years that we have just been passing through, we have been primarily interested in equal education opportunities. These are the substance of the title programs that you deal with every day. We've seen refinements of these programs, changes in them, different levels of funding over the years, but basically the vast majority of them have dealt with equal education opportunities.

We still have many concerns in these areas and state leaders or local leaders need to be concerned about these just as we are at the Federal level because, after all, you are the organization which carries out the projects and which has the primary responsibility for them. We have the responsibility to keep in touch with you, to be aware of your needs, and to attempt to interpret the legislation in such a way that you can really get your job done. We have been trying to do this through our efforts to implement Public Law 93-380.

We are concerned, at least at our level, much more about the ideas of integration than we are of the ideas of total racial balance. We need to make a distinction here as we examine the problems of minority group isolation in connection with equal educational opportunities. We certainly need to consider the implications of that.

The Title I program, dealing with the disadvantaged, needs to be continued. We are looking for new and innovative ways to resolve the problems of the disadvantaged.

On the horizon are the new Title IX programs which concern the problems that women and Blacks have had with equal educational opportunities. The guidelines that have been published are being drastically revised to eliminate the problems in interpreting the regulations of the law.

We have recognized greater needs in bilingual education. We need to distinguish between what we mean by English as a Second Language (ESL) and really good bilingual education. Although we haven't had great amounts of funding yet, the Office of Education is concerned with Indian Education. Prior to this time, the responsibility has been within the Bureau of Indian Affairs and the Department of the Interior. But now we share some of these responsibilities. The

handicapped program is getting much more attention, particularly the severely handicapped, those who would be just one step farther removed on the ladder than the group with which we have been dealing.

Higher Education

We're also concerned with higher education. We've been discussing the matter of institutional aid versus student aid; and, as you well know, we have come out on the side of student aid. We recognize that there are potential abuses in either direction that we might go, but we think that student aid is a good investment in the future of the nation rather than just an outright allocation for programs which offer no returns. Within the student loan program, in spite of the fact that there might not be 100 percent payback, the investment will be more than returned over a period of years.

Special Projects Act

The Special Projects Act involves career education, metric education, community schools, and early childhood education which is one of the Commissioner's priorities. He is very interested and very concerned about early childhood education, especially the home-based model. Some articles will appear shortly and you will be hearing much more about it.

Federal Leadership

In all, there are a number of concerns that we should have in exerting leadership. We recognize that not all change has to be accompanied by budget and money. We recognize full well that much can be done through advocacy, through better planning, and through a really careful look at current practices and the kinds of things that ought to occur in terms of MBO, if you will--management by objectives. There are many things that we can do without necessarily having a budget. There are certain activities where budgetal funds are necessary, but we feel very strongly that even where we can't possibly have the priorities that the Commissioner would be interested in, in terms of funding levels, we certainly hope to work with you in accomplishing some worthy objectives.

State Leadership

Some states still have a long way to go in terms of redistricting schools, establishing much more realistic boundaries, within the larger organizations as well as the local school situation.

On the horizon is a Federal bill for collective bargaining. We think that this should be the responsibility of state and local levels, but you should know that there is a big furor about it on the Federal level.

Another trend is evident at this conference. We need to look very carefully at statewide planning. It seems that some of our financial problems could be solved by cooperative kinds of efforts among the states in curriculum development in terms of modules of instruction instead of courses of instruction. States could mix and match and could prepare cooperatively much higher quality materials for students.

Concern for Students

Ted Bell sees a parade of people in the Commissioner's office, people concerned supposedly with solving some of the problems in education. The Commissioner has a disarming way of listening very carefully and looking the people in the eyes and saying, "Okay, what's in it for the kids?" That is the basic question we should be asking at each of these conferences as we attempt to plan, as we attempt to work within the state, recognizing that we are service-oriented and that instruction is our most important product, but that our most important concern is the "kids."

MATH EDUCATION TASK FORCE
RECOMMENDATIONS FOR METRIC EDUCATION

by

Robert F. Tardif
Manager of Math Education Task Force

The final report of the Math Education Task Force project has been prepared and is presently undergoing the ordinary editorial review by the Department of Education. It will be available to all who request it through June of 1975 when we reach terminus on the Federal funding available for the project. At that time, the responsibility for dissemination for this document in its final form will fall to the United States Office of Education. The report summarizes the proceedings of the project's goals.

Project Participants

The participants were named by their chief state school officers or were chosen from states which employ a formal instructional materials adoption process. States that did not have a formal adoption process were not participants in this project. What we mean by a formal textbook adoption process is that the schools in the states that were participants are required to select classroom instruction materials from an approved list of titles. Twenty-four states in all and American Samoa, Guam, Puerto Rico, and the District of Columbia were eligible to participate under the terms of the funded proposal.

Establishment of Criteria

Each of the states participating had to prepare criteria for the presentation of measurements and instructional programs and for screening instruction material. The membership of the consortium as well as the directorship of the consortium deemed it useful to establish guidelines which lend uniformity to the presentation of measurement. The product of the consortium is not just relevant to states which have formal textbook adoption procedures, but rather outlines the elements of what might be considered a good sound instructional program of measurment.

Categories

The guidance which emerged from the consortium in terms of recommendations focused on a number of categories of information. Of course, they focused on the technical standards for the presentation of metrics and instructional materials. A number of methods for implementing the changeover to metrics were suggested as well as some guidelines for marshalling support from the public for the changeover. We also developed suggestions on how best to prepare teachers to teach our children measurement utilizing the SI Metric Standard and other elements. It was clear from the outset of the project that the states who participated had an immediate need for it, and the ones who did not participate had a less immediate need for the uniformed changeover to metrics.

Organization of Consortium

There were 26 states who did not participate formally in the consortium, but three of those 26 sent representatives to the consortium. Although they didn't vote on the outcome of the resolutions, they were participants in development of the recommendations, and they participated vigorously in the proceedings. Michigan, North Dakota, and the State of Washington, each sent an observer. The 23 states that did not participate were sent the elements of the proceedings and they were encouraged to make recommendations about recommendations, if you will, that would emerge from the consortium. Unfortunately, we heard from very few of them, and we wish it were otherwise.

The consortium was organized according to a reasonably democratic process. We used a committee structure in which there were essentially three committees with separate responsibilities. These were defined as being in the area of pedagogy, i.e., in-service education; marshalling support by the public; selecting some standards for the presentation of measurement, as well as criteria for judging their effectiveness and technical accuracy.

Once the consortium was underway and once the terrain was defined, it was the responsibility of each committee to determine the recommendations for metrics in their assigned territories. After about two and a half days, there was an exchange of the work of each committee with the other two committees. During their deliberations, a formal set of 23 recommendations emerged which were consistent with the conclusion of each of the committees.

The ordinary verbal compromises that were necessary in this kind of a committee structure were made and what emerged was what people wanted to say. I won't defend the language--that was their responsibility. I was the director of the project, not a voter in the process. I sat there like an expectant father waiting for sextuplets to be born and not really knowing how many things would come out or how good they would be. Anytime you take that many people, lock them up into a hotel for four days--four days is an extraordinarily long time--and force them to produce, you're bound to come up with some anxiety. Fortunately, the committee members really stuck to their business, and these are their recommendations. They are important for you to consider as members of State Departments of Education who will provide the guidance for these implementations.

Recommendations:

1. Interstate Consortium on Metric Education (ICME) recommends that the International System of Units (SI) be the standard units of measurement used in all instructional programs.

2. ICME recommends for matters concerning definition of units, style and spelling, the International System of Units (SI) as stated in the U.S. Department of Commerce publication NBS 330 and the American Society for Testing and Materials publication E 380-72$^{\varepsilon}$ be used in the preparation of instructional materials.

3. ICME recommends that during the period of transition from the U.S. customary system of measurement to the metric system of measurement, provision be made for the inclusion of metric materials commensurate with the achievement and maturity of the students. The scope should be sufficiently broad and sequenced in a manner to facilitate student

development to a level of performance normally expected at appropriate (various) maturity levels.

4. ICME recommends that instructional materials reflect a genuine concern for how and when children learn to measure by following an appropriate sequence: (A) comparison between objects; (B) comparing non-standard units with objects; (C) comparing objects to be measured with SI units; and (D) choosing measurement units of appropriate size for specific tasks.

5. ICME recommends that activity-oriented measurement experiences for children be planned to include the following learning processes: language development, estimation and verification, simple matching and comparison, ordering, simple relations and mapping, and pictorial representations.

6. ICME recommends that all prefixes in the range milli- to kilo- be presented to illustrate the logical structure of the metric system. However, commonly used units which should be emphasized in learning activities and application are underlined in the chart below:

millimetre	millilitre	milligram
centimetre	centilitre	centigram
decimetre	decilitre	decigram
metre	litre	gram
dekametre	dekalitre	dekagram
hectometre	hectolitre	hectogram
kilometre	kilolitre	kilogram

Two commonly used terms which do not incorporate commonly used prefixes are "cubic decimetre" (dm^3) and "hectare" (ha). The cubic decimetre should be used to show the relationship between linear measure and volume; the square kilometre and/or the hectare are used as the units for large land areas.

7. ICME recommends that the recording of measurements within SI be expressed in decimal notation.

8. ICME recommends that the conversion process between the International System of Units (SI) and other systems of units should be avoided. In disciplines where conversion is presently relevant and required, appropriate information should be available that does not require the use of conversion formulas.

9. ICME recommends that in the pronunciation of metric prefixes, the accent be placed on the first syllable.

10. ICME recommends effort be made to ensure that metrication be realized through integration of the International System of Units (SI) throughout

the entire school curriculum and that the metric system not be presented as an isolated topic of study.

11. ICME recommends that evaluative criteria for the adoption of instructional materials include the pertinent recommendations of this Consortium.

12. ICME recommends that metric awareness for the public and intensive in-service programs for school personnel precede adoption of metric educational materials.

13. ICME recommends state educational agencies encourage teacher education institutions to begin immediately to include opportunities for students to develop competencies in using and teaching the metric system.

14. ICME recommends by January 1, 1978 that states include in their evaluative criteria for adoption of instructional materials the pertinent recommendations of this report.

15. ICME recommends that during the adoption cycle of the transition period, state education agencies encourge local education agencies to provide instructional materials for supplementing textbooks which have little or no metric measurement content.

16. ICME recommends that January 1, 1980 be the target date for the completion of the transition to the metric system in textbooks and other instructional materials; ICME recognizes that certain vocational/technical timelines may be tied to related industrial conversion.

17. ICME recommends coordinated state efforts to inform and involve business, industry and other organizations in the transition to metric SI. A broad, multi-faceted public-awareness program should include but not be limited to:

    - The publication of metric information in state agency, teacher association, and other professional journals and publications.

    - The inclusion of metric sessions in the meetings of professional organizations.

    - The encouragement of television stations to present programs and public service announcements about the metric system.

    - The encouragement of libraries and instructional material centers within the state to obtain metric related materials.

    - The establishment of communication channels to provide information about the metric system and assistance to local education agencies in implementing public relations programs in metric education.

    - The encouragement of and assistance to local education agencies in efforts to inform and involve parents in the transition to the metric system.

18. ICME recommends state education agencies encourage formative evaluation to determine proper placement for metric measurement activities.

19. ICME recommends that pre-service and/or in-service education programs be designed to prepare elementary teachers, administrators, and support personnel involved in instruction to implement measurement using metric units. The recommended program includes two areas of concern:

    A. Metric awareness B. Metric measurement experiences for teachers and aides

20. ICME recommends that pre-service and/or in-service training programs for secondary teachers (7-12) should help these teachers become aware of the basic content and learning principles used in the elementary metric programs. In addition, secondary training programs should contain more concentrated, in-depth treatment of measurement for teachers in specialized areas. These specialized areas are: (A) vocational/technical education, including industrial arts, home economics, and related fields; and (B) mathematics and science.

21. ICME recommends that state education agencies provide leadership in developing a core of resource personnel whose responsibility will be to implement metric education programs at the local level.

22. ICME recommends that measurement in-service programs for individuals directly involved in teaching measurement to students be of 10-16 hours. Introductory in-service programs of 3-6 hours on metric measurement should be designed for all individuals involved in instruction. In both programs "hands on" activities should be emphasized.

23. ICME recommends that:

    A. Mathematics and science teachers assume the major responsibility for teaching the metric system.

    B. Teachers in all subject areas assume the responsibility for teaching applications of the metric system.

Implementing Recommendations

The recommendations which have come from the consortium are related to what you can do for the system. If you don't have an in-service program for teachers operating in your state, get one operating. It doesn't have to be statewide, but you have to provide some direction for schools so that they can start training their teachers now.

Like it or not, the largest states in the union are moving toward a metric system. They are the largest consumers of textbooks in the country, and publishers look at them to find their marketplace. In the fall of 1976 and 1977, your schools are going to buy new books which are essentially metric books. So much metric material will be in them that teachers will find them puzzling if they aren't prepared to teach from them. Let's not make some of the mistakes we made with new math. We in education have a history of putting out fires; we respond to emergencies. For a change, let us create the emergency.

We have a chance to prepare people for a change in industry rather than giving them a raw product and having them required to finish the job. We're not the biggest educators in the world. Industry does more in-service education for their clientele than ever we do in terms of imparting work skills. The Army is

a good example of how the product that gets to them is incomplete. They have the biggest American educational system which operates all over the globe, not just for kids and dependents, but for servicemen. They train people to do the things they need to do.

We also bear a large portion of the responsibility to prepare people who are going to function in society in ten or 12 years. You can start in your own departments to train people, to make sure that your personnel know about metrics--and that means the secretaries through the superintendent. If the superintendent doesn't know the metrics, he's not going to be able to impart the leadership that is required. It's not possible. He's got to know what he wants other people to know.

Now, if it required 16 hours, I would be concerned, but I can probably sit down with any school superintendent even at the state education level and teach him all that he needs to know about metrics in a very few hours. After you know that a meter is a little longer than a yard and a liter is a little bit larger than a quart--that's important to many of us--and a kilogram is a little bit more than two pounds, then you can really negotiate the system. I know that if I had a family of two or three kids and they all were meat eaters that I would go home tonight and buy myself a kilogram of steak and that would probably suffice.

It's really hard to break old habits, but that is another thing you can do. You can start using the system right now. Train your own personnel or start having them trained if you can't do it yourself.

Pretty soon you're also going to have to cultivate some public enthusiasm. Each of you lives in a community where there is a city council or a town council. Obtain the cooperation of the town council in changing some of the signs which depict distances to and from key points in the town. That's one way to put metrics in the public eye. Don't go around changing the signs on freeways, though. The State Highway Department frowns on that.

You might try to see if you could get a pilot program going with the public gas company. Sunoco has public gas stations in Pennsylvania which deliver fuel in liter measures although some pumps are also still in gallonage. As it turns out, people don't care because the price is still the same. It doesn't make any difference whether it's liters or gallons--it's still going to cost you the same. The price is the same; more than it should be. By putting these differences in front of people, you transmit an awareness of a changeover of the system.

Right now we're also interested in imparting some consumer skills to the public. Many states have begun to solve this particular problem of consumer education by establishing state agencies. Consumer honesty is much harder to fool around with when you're dealing with metric packaging rather than pounds and ounces. One tomato soup can may say 13 ounces and another one one pint and so many ounces; different companies supply different labeling to increase their sales. The symbols of U.S. customary units are bizarre and diverse, but the symbols which are attached to the metric system are uniform. False packaging is more difficult when quantities are labeled in metric units.

The Future

It's happening; metrics is on its way. People in the public should be aware of it. This isn't a shot in the dark by some educators who locked themselves up in some room in Washington and said, "Look, what are we going to do now? I know, let's go to metrics."

The California State Board of Education in May of this year approved a set of criteria for the screening of mathematic textbooks which will be metric in the fall of next year. I would like to share that discussion with you because it is a pretty firm commitment to the metric system. You still have some work to do no matter how hard your commitment is to metrics. There are only six criteria for measurement materials: (1) Materials should provide hands-on experience in measuring familiar objects; (2) Materials should provide flexibility in the choice of the unit for measurement with the introduction of arbitrary units preceding instructional standard units, as for example, he's taller than I am, so many hands high, arbitrary units; (3) Materials should present standard units as a uniform way of reporting measurements, as a logical developmental system; (4) Materials should employ the metric system known as the international system of units (SI) as the standard unit of measurement, not as some of the standard units of measurement but as the standard unit of measurement in math programs; (5) Materials should avoid computational conversions between U.S. customary units, but no conversions--conversions are bad; bad pedagogy, bad practice, bad way to change over to metrics; (6) Materials should offer many opportunities for development of skills and practice of measurement.

We are hopeful that the publishers and producers of materials will be responsive to these criteria and in the fall of 1976 teachers will have materials which are all metric or essentially metric.

EDUCATIONAL GOVERNANCE PROJECT

by

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and
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We are convinced that the state is now required to take a more significant role in the governance of education than has heretofore been the case.

Emphasis of Research

Scholars in many disciplines are becoming more concerned and aware of the state governance of education as an area deserving research attention. We found that we had to direct much of our effort to a research emphasis, although we did not confine it there because we also developed some alternative models not based entirely on that research. In our research, I think it is well to emphasize right here the *policy-makin* aspect of it, not the *implementation* aspect. By policy, we mean those major decisions which reflect the values and the goals of the society and which determine the other decisions--the implementation decisions. We don't deny the importance of implementation, but we thought that for us the important thing to look at was the policy decisions, not the implementation or the operation decisions.

Procedure

Who are the major participants in state education policy systems? What policy-making resources are available to these participants? How do participants seek to influence the education policy-making process? What are the significant relationships among participants in the determination of educational policy? We clearly are assuming that there are many participants at the policy level.

How much and what kind of difference do teachers of governmental structure make for the operation? If you're going to develop models of state government, you have to deal with structure. What factors other than governmental structure might explain the variations among the states? Those were the major questions that we wanted to address ourselves to.

Framework

As a basic conceptual orientation, we accepted the utility of a political systems framework. Such an approach emphasizes the functional relationships among the actors who constitute the educational policy system as demands are converted into authoritative decisions. Allocative theory was used to augment the political systems approach. We assumed that consistent with its insights, educational policy making is a competitive process, the dynamic of which resides in the interplay of influence. The explanation for policy decisions for this perspective comes from revealing the patterns of accommodations from competing actors, actors who differed greatly in resources, intentions, and skills.

Sample

The next problem we faced was to select some states to study. If you've ever tried to set up a random sample of states in this country, you'll find that it is an impossibility--there is no such thing. We selected those 12 states from which we believed we could learn the most. One variable that we had to be concerned about was the structure, the formal structure--how the superintendent got into office, how the board got into office, what kinds of other relationships existed with governors and legislators and so on. So we looked at that and tried to get most of the formal, structural variations represented in our states.

Another concern was to secure the representation of the larger states. You can't do a major national study without a New York or a California, one of the populous states. On the other hand, we wanted all of the regions in the country represented. These are the types of criteria that we applied in the selection of states.

Method

We had to rely on two kinds of information. We relied on studies that had been done in those 12 states, and in some states there had been a good many. Michigan, for instance, and New York had many studies. In other states like Tennessee, nobody studies educational governance. Almost nothing exists. But wherever there were documents, we made use of them.

Then we relied on interviews. We took the position that the people who are close to this process of policy making are informed; and if you can ask enough of them about it, you begin to get insights into how it happens. When you get somebody in the governor's office and somebody in the legislature, someone in the state department, and someone among the interest groups tending to agree, then you can set that forward with some confidence. Obviously, if you have four different views, you can't set it forward with some confidence. We held 40 or 50 interviews within each state--extended interviews. We set up a very carefully structured instrument so we were asking specific questions, not just what came to mind.

Emergent Findings

It was hard to be objective about some matters. We tried to be responsible people. We tried to hear what many people were saying, but not have them dictate what was going on. We found that state boards in these 12 states by and large had relatively little influence in working with governors and legislators--marginal influence we called it. It is interesting to discover that was the case because all of the state boards said they ought to have a lot of influence, but didn't have much.

State Boards of Education

Our second finding was that the state boards were also kind of marginal characters in the state agency arenas. That's where they were dealing with the board itself and with the state department--that is what we call the agency arena.

We identified two arenas: the legislative arena, i.e., the governor and the legislature; and the state agency arena, i.e., the state board and the state department. What they tended to do in the state agency arena was legitimize the recommendations of the state superintendent. Almost never did they go beyond that. Now, some of you may say that is what they ought to do. On the other hand, when you asked them what they ought to do, they didn't agree that was all they ought to do. They ought to do much more, they thought, but that's what they tended to do. In other words, they were pretty much dominated by the chief state school officers.

Now, there were some exceptions to this. For instance, in Texas the state board of education had exercised considerable influence in the Rodriguez case which had to do with school finance. They were not merely legitimizing the position of the state superintendent. In Minnesota the state board of education took direct responsibility for a policy on desegregation despite the fact that it was not popular with lots of other people in the State of Minnesota. Although there were some exceptions, we found that by and large state boards, supposedly lay boards, are relatively impotent. We also found that boards love to hear this, but that state superintendents are not too anxious to hear it because they like to keep those people behaved.

After we finished collecting information, we did the very difficult and audacious thing of rating the state boards of education in terms of their policy influence, not operation--keep in mind. We determined that if we looked hard at the kinds of evidence we had been able to collect, we could make judgments about influence. We said that of all the state boards we studied, Texas seemed to have the most policy influence. Now that's an audacious thing to do, and we were advised by some of our critics not to do it. They said, "For heaven's sake, don't rate anything." On the other hand, we did not think that we could do this study, spend $380,000 and 32 months of time without performing this function. Furthermore, by rating these state boards in terms of influence, we could now relate that to some other things and see if any of those other things seem to be related to influence.

Although state boards were not widely assessed by our respondents as being important actors, some boards clearly had more impact on their policy systems than did others. Our statistical analysis identified four moderate to strong correlations: (1) Legal authority of boards. There is some relationship between the influence of the board and the legal authority of the board; (2) The member expectations for a less expensive chief state school officer policy role. In other words, they expected that they were going to be important actors; (3) The perceived utility of state department information. The superintendent in your office, the department's office, always produces all kinds of information. Some relationship exists between perceived utility of that information of the state board members and their influence and so on; (4) Board meeting time devoted to non-routine matters. All of us who have been chief state school officers at any level know the trait. If you want to prevent a board from functioning at all, just book up the agenda with so much stuff that they have to read. That is the way to get them completely confused. If some of that detail could be eliminated and the board could focus on some major policy decisions, it might be a little more effective in terms of influence.

Chief State School Officers

The chief state school officers, contrary to the board, turned out to have great influence in the state agency arena, that is, the board and the

department. But chief state school officers over in the legislative arena--that's the legislature and the governor--varied greatly. Many of them didn't have much influence. Some chief state school officers did have appreciable influence with the legislature and the governor. The legislature really listens to Jack Nix of Georgia and there are others like him.

When we started the study, we assumed that there was one major of influence. It became clearer and clearer as we proceeded that the state agency arena and the legislative arena were almost as different as night and day. The correlation we found between the perceived influence of the chief state school officers in the two arenas was -.02. In other words, the fact that chief state school officers have influence in one arena does not mean that they will have influence in the other, nor does it mean they won't either.

When we finished collecting our evidence, we also did the audacious thing of ranking the chiefs. In terms of the legislative arena--the perceptions of legislators, interest group leaders, the governor's office--this is the way we would have to rank the influence of the chiefs: Texas--one, Georgia--two, California--three, Michigan--four, and so on down.

When we considered the state agency arena, we ranked them again, but they didn't come out in the same order. New York was one, Massachusetts was two, Texas was three, Minnesota was four, Georgia was five, and so on. Influence in one arena does not predict influence in the other.

Examination of the influence ranks ascribed to the chief state school officers in the two arenas are revealing. Only Texas is found in the high influence group in both arenas. Only Nebraska is found in the low-influence group in both arenas. California is high in the legislative and low in the agency. For Massachusetts, the positions are reversed. We should emphasize that the rankings in the two arenas have only to do with the policy-making roles of the chiefs. The influence of implementation or management roles of chiefs were not a part of the study. Moreover, these rankings suggest the policy influence of each chief state school officer in his own situation, and the situations vary greatly.

State Department Upper Level Administrators

For the state departments, we varied the approach somewhat. We delivered a questionnaire to a key person in the state department with a request that he, the assistants, and the directors of major programs respond to the questionnaire. The only variation was that in very large departments like New York and California we took a sampling of these directors because there were so many of them we couldn't deal with them all. We received 90 percent response to these questionnaires and we review about 224 people in greater detail in one of the chapters of this report.

We found that upper level administrators in the 12 state departments of education are predominantly male, white, and in-state by way of birth and education for the most part. Only five percent of these persons were from ethnic minorities. In most respects, state department upper level administrators are not differentiated by the method used in selecting the chief. In other words, it doesn't make any difference whether the chief is elected or appointed. However, state department officials with elected chiefs tend to have somewhat more world school experience and come more frequently from a background in local school administration. In a number of characteristics, upper level state

department administrators have changed little in over a third of a century. We compared some earlier studies in terms of age, recruitment from local school administration, recruitment by means of personal contact, and tenure in the state department. We found the present picture is much like the picture in 1938. Despite all of this Title V money to change state departments, they haven't changed very much, at least in the 12 states that we looked at.

The characteristics of upper level administrators vary appreciably among the states. For instance, the in-state birth percentage in Minnesota was 86; 86 percent of all the people in the state department were born in Minnesota. In Colorado it was 27 percent. In terms of K-12 rural school backgrounds, again the percentage was 86 in Minnesota; five in Massachusetts. These are some differences that are worth noting.

The factor analysis permitted us to assign state department upper level administrators to three groups: the rural school superintendent type; the experienced administrator type; and the mobile administrator type. Sixty percent of all state department upper level administrators in this study were recruited by means of personal contact with a person already in the department.

Governors

Most governors have become involved to some degree in educational policy making; 75 percent of the governors included education as a campaign issue in 1970. In other words, the governors are going to become involved. They can't do anything else because the budgets are too big and they have to. Governors have developed resource capabilities for independent involvement in educational policy making. Governor after governor has set up his own education staff. In other words, he's not just taking the word of the state departments any more, or the word of the state teachers organization. He is setting up his own staff. Of the variables used in the correlation analysis, the majors of state tax burden, educational effort, and educational expenditure are strongly associated with the index of gubernatorial involvement in educational policy making. Governors get involved when they have to, and now they have to because the expenditure level is just so important they can't ignore it.

Community Education Interest Groups

Of the major state level education interest groups (teacher associations, teacher unions, administrator associations, and school board associations), the teacher associations were usually seen as most influential, notably in the legislative arena. Yet, school board groups in Colorado, Wisconsin, and Nebraska were near equals at least. That, to us, is an exception. In other words, teacher associations have the staff, the money, and the organization; they have the numbers to control the votes and can actually elect legislators. Administrator groups and school board groups in most states cannot equal them in terms of policy influence.

It is noteworthy that the most effective educational coalition or joining of interest groups existed in Colorado and Tennessee, two non-urban states with relatively little history of labor management strife. We must conclude that labor management divisions among the institutes have crippled most state coalitions. A few states are trying to form new coalitions.

Recommendations

In the report we express our final concern in very specific recommendations. These are a few of them. We are quite concerned about boards of education because they weren't very representative and they were quite impotent. We recommended that in establishing electoral districts for board members or in appointing persons to serve on the state board that particular attention be given to make this body broadly representative of different interests and backgrounds of state citizens. Now, we know that there is no perfect way to do that. But we think the time has come when board members in states should not be merely white, male, rich, and have time to serve on boards. They should be more representative of us. Incidentally, the state board is supposedly a lay body, but 27 percent of all of our state board members have had prior experience in professional education as teachers or administrators.

We recommended that besides the customary reimbursement for expenses, board members be compensated for their part-time service at a level allowing persons of modest incomes to serve on state boards. We don't just want people with modest incomes; we want all kinds. How does a dentist serve on a state board when every hour that he is absent from his office, he loses his income? How does any skilled workman get to serve on a state board when every hour he is away, he loses income? We have suggested that there ought to be part-time compensation for these people. If serving on the board takes one-sixth of a person's time, let's provide a sixth time salary. If we're going to increase representation, we have to do something like this.

We also recommended that provisions be made for pre-service and in-service training of state board members, especially regarding their policy-making relationships with legislators, governors, chief state school officers, and interest groups. In these training programs, organizations like the National Association of State Boards of Education and education commissions in the states, as well as the state departments participate. In other words, we don't want the state boards still being held in the palm of the state superintendents only. Let them find out something besides what the state superintendent tells them.

We recommended that state boards be constitutionally established, and delegated broad discretionary powers for educational policy making, including control of teacher preparation and certification. That's not what the NEA is saying, but that is what we are saying. We believe the school board should be able to appoint and remove the chief state school officer. Although it is possible to secure a good man like Mr. Nix of Georgia through the elective process, the reason we recommend that the boards select the chief state school officers are two and these are supported in our data. One is that when the board selects a chief, they are more willing to give him the authority to organize his team. When they don't select the chief, then they want to select the second man and the third man because they don't trust the chief. These are important reasons which I think have not necessarily emerged in earlier studies.

We recommended that state board members be provided with staff assistants to help in problem identification and data analysis. In other words, to help dwindle that pile of stuff. In some states persons from the office of the chief state school officer might have sufficient independence to serve this function. In at least a few states, we recommended that staff assistants independent of the office of the chief be employed so that experience in this type of situation may be acquired. In no instance, however, should these

assistants assume any administrative functions for the state agency. Their function is to help the state board identify and analyze.

We recommended that the formal powers of the state chief school officer be increased by means of constitutional or statutory provisions. These vary a great deal across the states. At the very least this would mean that the chief be designated executive officer of the state board of education, and that the chief or the board or both be required to report to the governor and the legislator at least annually on the status of the school and the ways by which these institutions could be improved, Further, we recommended that in the selection of the chief, the state board seek a person with demonstrated political, organizational and technical skills. Political skills are essential if the chief is to influence the governor and the legislators. Organizational skills are required as the chief determines the structure and operation of the department. Technical understanding of education seems necessary if the chief is to make wise decisions relative to the purposes and the processes of education. In states where chiefs are still elected, these criteria should be used by political actors as they seek to influence the nomination for the office. To us, political and technical skills are very much more important in selecting the chief state school officer than applying the criteria of how long have you lived in the state, what is your age, and where did you grow up.

We like these chiefs and we want them to be very important in policy making in every state in this country. We recommended that each chief state school officer have the freedom to establish his own administrative team. Otherwise, how can you hold him responsible? And they don't all have it.

We recommended that the chief and the state board find ways of ameliorating their partnership. We see the chief and the board as partners, not as one having to dominate the other. We also recommended that the chief encourage the organization of the state boards to permit the consideration of policy questions.

We recommended that a wide range of expertise be sought in staffing state departments of education. In addition to seeking competent personnel for the staffing of long standing regulatory functions such as allocating state aid, certificating educational personnel, and checking on instructional standards, persons with expertise in planning, research, development, and evaluation should be sought. Incidentally, they will not find all of those people in rural school systems. They will have to go beyond that.

We also recommended that state departments pursue an affirmative action employment policy in respect to sex and race. We do not suggest quotas for women or for members of minority groups, but clearly competent women and minority persons should be encouraged to apply and be seriously considered in positions being filled. Incidentally, if state departments don't do that, they'll be forced to do that; and you know that.

We recommended that the state education agency actively encourage the various educational organizations to identify their common interests, interests that could serve as a basis for issue-oriented coalitions among those groups in pursuit of improved education. Such activities on the part of agency officials is likely to be successful only if undertaken in an even-handed fashion, that is, where the state department is looked upon as being fair and receptive to all groups, not just those with management orientation as is now the case in some states.

We recommended the creation of a forum that might be called the Governor's Advisory Council on Education. Members would include the governor, legislative leaders, the state board presidents, the chief state school officers, and higher education spokesmen. The Governor's Advisory Council could meet on a continuing basis to consider state education needs and priorities.

We have deliberately refrained from drawing upon these recommendations to propose an ideal structure for the state educational government. We do not believe there is such a model, one that is suitable for all kinds in all states. States vary too much in their educational and political needs for any single structural prescription to be appropriate.

NEWS FROM THE POTOMAC: A PLATONIC DELIGHT

by

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The platonic delight is a new type of dessert which has a whole lot of ingredients, some of which you will find pleasing; others may cause a violent reaction. For example, word has it that the Federal budget for salaries and expenses must be drastically cut in 1975 and 1976. Now, for some of you who merely need technical assistance, that's a terrible piece of news. For others at the local level who worry about monitoring and surveillance, that's a terrific piece of news. So it all depends upon how it hits you.

We in the state-local educational program area have been assigned 25 sections of the law to implement. Basically, these break into four major categories that are really your concern. Although we talked about these at the regional meeting, I would like to give you a quick progress report about them.

Buckley Rights and Privacy Act of 1974

First, the Buckley Rights and Privacy Act of 1974. This act says that the school system must now make available to the parents upon request all official plans or records of that student. To do otherwise is to be found in disagreement with the law and the consequences are that all Federal funds will be cut off. That law took effect on November 19th. A press release dated November 18th, one day before the law was implemented, includes two important statements. One was the naming of the office that was required in the law, an office for receptivity to complaints and compliance. The Office of Education was given the authority to develop the regulations. We felt, however, that this office should not be in OE because it would function as a policing agency, and we thought it better that we provide technical assistance to the school men and women rather than to be the policeman. It would be better placed directly under the Secretary of HEW. That change has now taken place.

The second statement made by the Secretary in the press release said that the regulations would be out the first of January. Yet, our lawyers have said that this regulation is more complicated and more controversial than Title IX, sex discrimination, a law that has been in effect two years. Nevertheless, I am pleased to report that the task force has done a fine job. They have come out with their first draft of the regulations which are now being reviewed in the Office of Education. We do intend to meet the Secretary's mandate to have these available by the first of January.

State Equalization Plan

The second piece of legislation is the State Equalization Plan. We have good lead time there because the law does not go into effect until 1977. For those of you who are unfamiliar with that law, it says basically that any one of the 50 states are eligible to receive a minimum of $100,000 and a maximum of

$1,000,000 for their ability to develop a plan that will equalize education among the school districts of that state. The draft regulations are now being developed by one of the 15 task forces working on these pieces of legislation.

Impact Aid Legislation

The Impact Aid legislation contains a complicated set of procedures. I'll just quickly highlight some of them with regard to the amendments which were effective in FY75. Those regulations now have been developed and are being reviewed internally within the Office of Education for their accuracy and approval. The FY76 regulations are still being worked on, but we have time and we're on schedule in that regard.

One major trouble spot that we have encountered and tried to implement is Section 5.D.2. This section says that a state, in developing equalization plans, may not take into consideration the Impact Aid funds, that is, those funds going to places where there are federally employed personnel either working on or living off and working on Federal property. Since this is about a $600,000,000 program, we anticipate some difficulties in implementation. We have had two meetings with the Commissioner trying to decide the best way to implement this legislation so that it would be least offensive to the state. We will try to tie in with the State Equalization Plan that is being developed, as I mentioned earlier, so that the two are not in controversy or in conflict with one another when they finally get developed.

Consolidation

On consolidation, the draft regulations were scheduled to be completed for internal review on December 10th. I'm pleased to say that they were finished on December 9th. We have taken a look at those and commented upon them. We still plan to meet our schedule which, if you recall our operations planning schedule we showed you at the regional meeting, was to have these proposed views into the *Federal Register* by February 3rd. We see nothing now that will prevent that from happening; so basically all of the milestones and all of the schedules for these various programs that we discussed during the regional meetings have been met to date with the exception of two.

Both of these are in the area of consolidated pieces of legislation. We did not meet the November 19th scheduled date for a national conference. The reason for that was a subsequent determination by the department that sharing draft regulations prior to announcement in the *Federal Register* was prohibited, and we were told not to do that. As a result of the conflict caused around the country, we cancelled that November 19th meeting.

The other milestone was November 4th. Our intention was to have a memorandum sent to the chief state school officers with regard to the state advisory councils newly mandated for Title IV. The law said that they should be appointed 90 days prior to the beginning of the fiscal year; the law also gives the advisory councils quite a bit of authority and responsibility. We felt that we should get these councils in place early so that they could fulfill their mandate. But the memorandum has created a lot of internal conflict. There has been some expression by the chiefs that they are not about to name a new council until they can be assured that the monies are going to be there to actually

trigger the council's existence. The disagreements have not been detrimental, and we do hope to get that memorandum out within the next couple of weeks.

Appropriations

Now, let me give you an update on appropriations. A regular appropriation for 1975 was signed by the President Monday; so we have money in these programs. The HEW basic appropriations did not contain provisions for programs under the Elementary and Secondary Education Act, however. These are contained in the 1975 first supplemental. The first supplemental is on the Senate floor this afternoon. We anticipate that it will be signed by the Senate either today or tomorrow, and then it will go on to the President. I think we have to realize the possibility of a Presidential veto on the 1975 supplementals.

The next one deals with the President's budget statement to Congress on November 26th. This statement is required in the Budget Impoundment and Control Act which was Public Law 93-344 for those of you who are interested. The law contains a whole new set of procedures that govern the behavior of Congress in regard to appropriations. It is very difficult to obtain this particular piece of legislation or any explanations about it. We have taken the White House statement that transmitted the President's feelings to the Congress and what his desires were. We have also added to it by extracting from other documents the six major components that are contained in the new provisions in which you'll probably recognize new terms called "deferral" and "rescission." These are terms defining new regulatory procedures between the executive branch and the legislative branch. For instance, you'll notice that in the President's message as transmitted he requested a deferral for $25,000,000 for Title V. If you look back at the 1975 supplemental by conference committee, they have put in all of the money that is appropriated for Title V.

National Forum on Accountability

The next item I want to mention is the possibility or the prospect of a national forum taking place late this spring. It will be a national forum on accountability. Commissioner Bell has expressed a desire to get on top of this issue because there are so many divergent points of view and there are so many states moving in different directions, each having its own form of accountability. Some legislators are now mandating different techniques of accountability. A public hearing and a forum where all can discuss the issue may perhaps bring us to closer common agreement, create a better understanding of the terms, and provide for the mutual sharing of ideas. The money to run that conference will be dependent on the actions of Title V.

Current Programs and Projects

For those of you who are from the local school districts, we thought it might be a good idea to show you the placement of Title V in the Office of Education in the event that you might have some questions in regard to other programs, what their funding procedures are, how much money is involved, what applications are to be submitted, as well as perhaps some content questions.

I am going to quickly review the programs that are in the areas of state and local education. There are five divisions in the area of the state and local programs. Currently, we have three different categories of programs and basically that's all there are. The first type is the state plan program. Many of you are familiar with the state department requirement to submit a state plan before they're eligible to spend the monies which are allotted to them. In this division is the Division of Supplementary Services which Lee Wickline directs; the Division of State Assistance which Al White directs; the Division of Technology and Environmental Education which Walter Bogan directs; the Division of Drug Education, Nutrition, and Health which Helen Nowlis directs, and Impact Aid.

The other programs require strengthening of the state departments of education and the state departments in regard to comprehensive planning and evaluation. These are the formula grant programs in which the dollars are specified by laws and are sent directly to the states. There is no submittal of a state plan and the only way that the Federal government can assist in the expenditure of those funds is through regulations and guidelines as well as periodic bulletins.

The third type of program is the discretionary plan and this is one whereby the local school district applies directly through or bypasses the state department and sends their application directly to the USOE. Here we have that 15 percent portion of Title III, Title III being $143,000,000, 20 million of which are operated by the USOE. In this category there is a new thrust which I am sure some of you are aware of called sharing educational success. We are spending $17,000,000 this year in conjunction with state departments of education to develop manuals and procedures for identifying and validating the successful program projects, and these can be Title III or others. We put out a validation team, an independent, objective team that we have trained, and they will go on site to insure that the data is in fact there. Having been validated and gone through all the procedures, some school districts are now being paid to become professional producers--producers of success. They now have money for one-way mirrors for visitations, money for receptionists, and money for publications. We're giving money to those school districts that identify through needs assessment that they in fact have a comparable need and would like to replicate this particular success. We are encouraging a producer-consumer relationship to replicate this educational success, to speed up the process of identifying success and advancing it through the educational community.

The program which needs no mention to this group is the 505 project; five percent of that particular $39,000,000 is spent for this conference and for the project that is being dealt with here. The Division of Technology and Environmental Education has the environmental program, a $200,000,000 program. The Educational Broadcasting Facilities Program provides equipment to the public television systems across the country. There is also a Program for Development and Demonstration of Systematic Applications of Technology. In this program we include educational television (Sesame Street and Electric Company), and we have a million and a half dollars for a new start this year.

In this division we also have the Drug Education Program which some of you might not know of. We provide the opportunity for a school district to put together a team of school people who can be sent away for two weeks at our expense tc one of five traning centers to understand the problems with drugs and drug education. A comparable program is available for the community that has a drug problem; any representative group of the community can go away for two weeks

training and hopefully come back and administer a program. The other program here is nutrition and health--1.9 million dollars. This program has a small number of demonstrations across the country, now 12 in number.

The last program in the Impact Aid concerns major disasters in which a state is declared a disaster area due to a tornado or hurricane. Our representatives move in and are complimented many times on the speed with which they operate to assess the damage to public school buildings as well as non-public school buildings, to pay for the damage to the public school buildings, but in the process of repair providing temporary facilities to the schools so the program is not interrupted when there has been a major disaster. Here I think we ought to stop our platonic dessert and answer any questions.

CAREER EDUCATION IN ARIZONA

by

Gene Dorr, Assistant Superintendent of Career Education
Arizona State Department of Education

In 1971, the Arizona State Legislature passed a law for career education which provides an opportunity for local schools to work in nine areas, including teacher and counselor training, work experience for students, and guidance services.

This legislation provided a basis for our planning efforts in the State Department of Education. The Superintendent assigned planning responsibility to a top level department administrator. It was agreed at that point that career education must encompass general education as well as vocational education; therefore, a department planning task force made up of both general and vocational educators was formed.

The initial Career Education Task Force established a working definition incorporating the idea that career education is not a program but an integral part of education. We placed a priority on county-wide projects, as opposed to single district projects because we felt that an articulated K-12 program was a fundamental necessity and the county-wide approach helped solve that problem. Also, having a small number of large projects provided a better basis for comprehensive planning; and, since we envisioned the first two years to be developmental in nature, the large project approach reduced the possibility of duplication of program development activities.

The task force developed a comprehensive long-range planning system geared to three specific objectives:

1. Development of a framework for implementing career education.

2. Identification of constraints inhibiting career education implementation.

3. Development of an accountable procedure for planning and funding the career education projects.

It was also decided that the establishment of local ownership of Arizona's career education efforts was critically important.

The first objective dealt with developing a framework road map for implementing career education. If you really want to define where you are going in career education, you must define your destination in terms of what you want the students to learn. We developed six long-range student outcomes written in student-based terms.

The development of the six long-range outcomes was only the first step in the development of our road map. The career education matrix was developed to further define career education. There are eight basic elements and 53 goal statements which make up the career education matrix. It provides a framework for reaching the six long-range outcomes. The matrix was <u>not</u> developed by the

department staff. One of the guiding principles extremely important in implementing the planning objectives is the concept of local ownership. Therefore, the first draft of the matrix was developed by over 300 educators from throughout Arizona. The second draft was arrived at by conducting workshops throughout the state involving over 450 community leaders. Many changes occurred in the matrix between the first and second drafts. We now feel that it is quite representative of the thoughts of the people in Arizona.

Over the past two years, the outcomes have formed the basis for our student-based evaluation system, and the matrix has also provided a guide for local districts to develop their own career education programs. Six school districts cooperatively developed a special matrix which is geared towards implementing career education in rural areas.

Once the task force was able to determine the anticipated outcomes of career education, it became necessary to systematically identify constraints which existed that we felt would impede their achievement. Initially, more than 180 constraints were identified by the task force. That list was narrowed to 43 key constraints which we were able to group into four categories: laws and policy, organizational constraints, administrative constraints, and instructional constraints. And the constraints within these four categories were classified as short, intermediate, and long-range. This year we have planned to conduct meetings throughout the state which will involve both educators and community members to update the originally identified constraints.

The third planning objective was the development of an accountable procedure for planning and funding the career education projects. We've decided to follow a request for proposal approach. The RFP has enabled us to provide state leadership in career education while maximizing the real potential of local autonomy. As I mentioned earlier, we developed a set of constraints which were inhibiting the implementation of career education. Each year we re-examine those constraints very carefully. In addition, each year we solicit from our career education projects new ideas for facilitating implementation. We then call together a group of people from throughout the state to study this information and arrive at a set of new goals to be included in the RFP.

For example, one goal relates to funding a project to provide a training cadre to assist other projects in developing effective career guidance services. It is a goal that deals with helping teachers develop a better understanding of the world of work. We have developed a total of 15 goals such as this one for 1975-1976. Forty percent of the appropriated funds for career education in a given year are allocated for implementing the new goals identified in the RFP. If a project in 1973-1974 was funded for $100,000, now, in 1974-1975, they have the opportunity to request $60,000 to carry on successful activities implemented in the previous year. However, if they request $100,000, then $40,000 of their request must be directed toward the new goals in the RFP.

RFP has also enabled us to secure local support and commitment for career education. We request that each project secure a total of 20 percent in-kind support from the participating districts. For example, if a project requests $100,000 in state funds, they are requested to provide $20,000 of in-kind contribution in order to be funded. In addition, they are also required to submit a resolution from the board of education of each participating district stating that the board has approved the six long-range outcomes of career education as a basis for career education planning.

The percent of local contribution is not always 20 percent. During the first two years the percentage was 10 percent. For 1975-1976, we increased the percentage to 20 percent and in the future this percentage will continue to be increased so that career education implementation will not rest on special state funding.

Many people have been included in developing our plan for implementing career education throughout the State of Arizona. We have had extensive local involvement and that has resulted in local ownership of career education rather than another state department type of program.

I. Career Education

by

Joseph R. Weaver
Oklahoma State Department of Education

Yesterday, Gene Dorr from the Arizona State Department of Education presented the Arizona plan for career education. We also heard a presentation from Dr. Sidney High, Director of the Division of Career Educational Programs, U. S. Office of Education. Based upon our discussions yesterday and this morning, we came up with a set of, not recommendations perhaps, but some needs and issues that we need to address ourselves to. Let me try to present these to you.

First of all, the state departments need to identify understandable outcomes for career education and establish long-range goals and plans in order to achieve accountability. Second, our state departments need to bring together groups of people to identify those constraints which retard their progress in reaching their ultimate student-based outcome for career education. We mentioned a few examples such as lack of clear perception of what outcomes of career education should be and textbook adoption procedures which would prohibit the use of career instructional materials. Third, state departments need to come to some agreement upon the definition of career education. The statement that career education and education are synonymous is a viable statement. Fourth, state departments need to develop strategies that will increase the involvement of all teachers. For example, high school teachers of science, social studies, and mathematics need to be involved more in career education rather than leave to the vocational teachers the career education experiences of youngsters.

We identified a number of other needs as well. State departments need to encourage people in higher education to provide educational experiences for future teachers which would better prepare them to implement career education in their instructional programs. State departments of education should inventory for local educators several strategies for delivering career education in their local districts rather than leave to the local districts the chore of finding what has been done in other places and then implementing their own plan. State departments need to encourage local school districts to cooperate with one another in developing in-service plans and workshops in preparing teachers to implement career education. Finally, evaluation for career education needs to be both process and product, formal and informal, on-site evaluations.

EDUCATING THE POOR

by

Beatrice M. Smith
Assistant Superintendent, Department of External Funding
Houston Independent School District

Somebody asked me prior to this meeting, "Well, do you want this group arranged in any separate way or particular way?"

I replied, "No, when we once get in there, we're going to let them arrange themselves." I feel very strongly that there are certain times when people do need to be arranged in very specific ways, but I also feel very strongly that there are times when people operate better and function more comfortably if they indeed are comfortable themselves.

Sometimes we need to experiment with the learning process. We cannot expect educators to go into every classroom and say, "Line all of your chairs up and everybody sit properly in your seat with your feet on the floor and your little back upright so that you can write properly." That's like telling you Ag's to go out and tell your farmers to stop contour plowing and go back to straight furrows whether they hold water or not. I feel very strongly that all education must hold water for the people that are being educated.

We have put so much emphasis on teaching that we have forgotten, in many cases, that the business we are about is not teaching, but learning. Children of economic limited resources do not necessarily all learn alike. I am going to tell you some things that we are doing in Houston, Texas that we think are beneficial to children, but I do not expect you to say, "That's a great idea. I'm going to go back and try that because it works in Houston." Hopefully, throughout this country all of us together can extract from these things which seem to be viable and put them together in our own fashion to benefit most of the children we are trying to serve. In my judgment, the only reason that we educate people at all is to help them become profitable people doing the things that are satisfying to themselves as well as valuable to their country.

Four-Year Old Program

The first program I'm going to talk to you about is our four-year old program that was originally funded with model cities money and then was picked up with Title I money.

Many years ago in 1969, it seems like a thousand, a number of us in the Houston Independent School District, decided that we needed to know more about the individual problems of children, not as they emerge through the educational process, but when they first came to us in the school. We used as an example a kindergarten teacher who received on the first day of school 30, 32, or 35 little children and halfway through the year when she sits in the back of the room, she discovers among them one whose problem is that he doesn't hear very well. Had she found out early enough, she could have moved him up closer and involved him nearer to her.

Then we began mulling over some ways to find out this information sooner. The inner city schools in Houston are no different from inner city schools in Philadelphia or anywhere else; the people rarely have enough money or knowledge to take their children in for a physical examination. Their children need to be given an examination before they are sent to school. In Houston, like most of the other school districts, we do have nurses who check the students' eyes, 20-20 vision, and that sort of thing. If we have enough people, we get around to the children; but generally we don't do this until the first grade.

So we gathered together a group of volunteers and asked our fine medical staff to design five areas and an instrument in five areas to discover on the first day of school the potential problems of all school children in the Houston Independent School District. We needed to know something about difficulties or potential difficulties in the area of language development. This was vitally important, not only with our bilingual youngsters, or in some cases mono-lingual Spanish-speaking youngsters, but also for our white and black youngsters. Many white youngsters had come from Louisiana with a severe dialectical problem, not only dialectical but colloquialism problem. We also had black children from Louisiana with dialectical problems. We needed to know something about their language development, where they were in relation to what they should know. We needed to know about their hearing and about their vision. We needed to know about their motor and fine motor development and we felt we needed to know something about their social maturity adjustment.

Our President of the Board, which at that time had been newly elected, was very keenly interested in our plans as he had three children of his own with learning problems. He was eager to know if there were some way we could discover learning difficulties at a very early age in a child's life when he first comes to us. Since none of us magicians could look at a child's feet or read his mind and know what his problems were, how could we do it. We got physicians, we involved Baylor Medical School, we involved the University of Texas Medical School, we involved speech and hearing centers throughout Texas, and we developed a very, very rough screening instrument. It has since been refined and refined and refined, and we are now in our fourth revision. It is in the process this year of being validated, and it is obtainable; but it may not be reproduced without the written consent of our school district. The name of it is the Kindergarten Screening Manual.

This was all a fine idea, but we have about 15,000 children approximately each year who are entering school for the first time, and how in the world do you screen 15,000 children in the first week or two of school. Well, I was director of Title I at the time, and I was successful in prevailing upon our Superintendent to let me employ a community development supervisor and a parent supervisor.

Between September when we first started working on this kindergarten screening manual and spring, we recruited 136 people. Immediately it seemed to be such a good idea that the physicians, the nurses, and the technicians who were involved in developing the screening instrument began screening these volunteers, remember these were by and large volunteers, parents from inner city schools--black, brown, and white--most of whom had very little formal education, and they were taught to administer the instrument under the direction of specialists.

We selected three schools, and our first testing of 60 school children took place in April, 1970. We soon found that we had a lot of problems with the screening instrument, as you might well imagine. The Superintendent and the school board then authorized the development of a full-scale community involvement component, and the three of us were designated to get together and set up an organization to

recruit from all community organizations. Everybody in Houston you can think of participated. We had the LULAC which is the League of United Latin American Citizens. We had many of the black organizations. The AAUW also got very involved. We had people from all segments and then we got the Chamber of Commerce behind us.

It has taken us four years but we now have 6,000 volunteers working in our public schools from one end of the economic structure to the other. The first job every year, within two weeks of the beginning of school, is to administer to every child entering our kindergarten classes this kindergarten instrument. It takes two weeks for the new volunteers to learn how to administer the instrument, and this training takes place two weeks prior to the beginning of school. The scores are now computerized and the computerized results are given to the classroom teachers within the first month of school. It is incredible the things we have found out.

This instrument is strictly a developmental and diagnostic device. It provides a minimal diagnosis for the visual. It is minimal diagnosis for auditory. We then do referrals on those children who indicate that they have a potential problem. First of all, we send them to a specialist in the district to make further diagnosis. Then, if it is a severe problem, they are referred to our medical center at our hospital out there, and they are tested at Baylor Medical College as well. In some of our inner city schools these services are offered free. We can point with great pride to the success that we have had in securing help, both medical and dental.

We now have a director of the volunteers in the public schools, and she has a cadre of 12 board of directors who actively work in the school system for no pay, but each in a specific area of education. They have tutorial programs for neglected delinquents--all these kinds of things. By the time they get through, they are reading specialists, recreational specialists, and they work with principals and teachers doing whatever it is that they feel needs to be done to help the children throughout the district. Now, this program is not only in our inner city schools. Some of the volunteers probably are in the inner city schools in our parent advisory committee, but they do not have direct relationship to each other.

Now, let me talk just a little about the social adjustment area. I was very interested in this because a Negro child psychologist and probably the finest child psychologist in the United States developed the social instrument which contained five very innocuous kinds of questions. But do you know this is the area nobody wanted to be left in there, so the social adjustment area has been omitted from the screening instrument. Now, make no mistake, we are still aware of it, and the teachers are still aware of it. In going through the screening certain observations are made, but no diagnostics.

Project HEART

After we had obtained the teachers and had secured information, where were we to get the money to meet the needs and how were we to train the teachers to meet the needs of each child. We said all right. We will set up in each kindergarten room in our Title I schools a project that we call Project HEART; the acronym stands for Help Early Achievement through Realizing Talent. Our philosophy in early childhood in our school district has been to build on the strengths and eliminate the weaknesses.

We spend a great deal of time with teachers helping them understand, and we try at the earliest possible level to approach a child and his learning capabilities in an interrelated way. We do not teach reading for reading's sake--at least in the schools that I am involved in. I was one of those children who could read so well and I never read. I have long asked why should a child learn to read if in the process of doing it or learning to do it his willingness to do it is destroyed. In our Title I program we have bought over 300,000 paperbacks for our children. We have a paperback library in each one of our classrooms. The teachers, the students select books themselves from samples the vendors have been most helpful in providing. The Reading Is Fun office will also send to anybody on request an annotated analysis of the books they have found to be most successful across the country in their reading fundamental program. I would strongly recommend that you write to the Reading Fundamental Office, Smithsonian Institute, Washington, D. C. 20560. Although it's really an art and industry institution, they will send you all of the information that you need.

At the same time we started the kindergarten screening instrument, we started a four-year old program in our model cities program. We wanted to see what kinds of educational benefits would be best for four-year-old children in inner city areas. We have a built-in control group and built-in testing for these children with the kindergarten screening instrument. Our control group consists of those children who are coming into kindergarten without having been in our four-year old program and our experimental group consists of those children who were in our four-year old program. Ninety-eight percent of our children who have been in our four-year old program--we now have 58 classrooms in 37 campuses--do not need Project HEART. Now Project HEART is specifically set up in each kindergarten room in our Title I schools to remediate the potential problems as indicated on the kindergarten screening instrument in five areas: fine motor, gross motor, language, auditory, visual perception.

We have centers set up in each classroom, and we have a teacher who is not a classroom teacher working with the regular classroom teacher and with all of the children who have exhibited either problems or potential problems in those areas on the screening instrument before entering kindergarten. We have these five centers set up in a classroom to accommodate special interests with materials and to provide supplies and everything needed for language development.

For instance, the Project HEART teacher works with any child screened in an area to bring him up to grade level so that he can perform in mainstream. That is the function of the project, to follow-up and remediate any problem indicated on the screening instrument so that when the four-year-old children go into the kindergarten screening instrument, all things being equal, he achieves beautifully.

Now, we do not teach the instrument, but we do teach in those five areas. We develop those five areas that we feel are vital to a child's success in kindergarten.

Project PACE

Another point came out of our fine and gross motor screening instrument, project PACE. In this project, we use art and music to develop language experience. In physical education, we use the balance beam, the rocking horse, and all of those kinds of things. We have an art teacher specifically for the fine motor

development of the children. We start with the four-year old and move through the second grade.

Results of Projects

Now all these projects operate together. One reinforces the other. One validates the other. The kindergarten screening instrument is at the level where Project HEART started, if the children had had one year. The children who are now in the second grade and who were in our four-year old program have younger siblings who, as they come in, are much more ready to enter into a classroom situation than these children were. Because we had total community involvement, there has been a definite send-off in the home with the mother and the elder siblings helping the younger children.

An evaluation of the four-year old project indicates that the pre-kindergarten program successfully accomplished all of its objectives: self-concept, vocabulary, and language development were found to be significantly underscored. In Project HEART vocabulary, language development, and general readiness to participate in the school increased significantly. Significant improvement was observed in fine motor and social skills, language development, auditory skills, gross motor, and visual perception.

II. EDUCATION OF THE POOR

by

Charles Sandmann
Administrative Planning, Research, and Evaluation
Oklahoma State Department of Education

Yesterday afternoon, Mrs. Smith did a beautiful job of describing two programs that they are conducting in the Houston school system. I personally was impressed with what they're doing to meet the needs of students of the poor in Houston.

Today we came back to try to identify needs and the group agreed that comparibility related to Title I funds is unworkable. We discussed why it was. We did not criticize it as such, we simply said that a new formula needs to be developed because it is causing problems and it is causing some schools to reject the funds. We felt the comparibility factor in the Title I funds needs some consideration and re-evaluation.

It was also brought out in our discussion that dissemination is a serious problem in educating the poor. For example, Houston has done an excellent job on the screening instrument; it should be disseminated and used by other schools. In that instance, planning came out as a need. In the future, when funds are being legislated, consideration should be provided for planning funds and time also. Advanced funding and time for planning are the programs that will meet the needs of the poor.

Back in 1965, it was just a matter of getting out the money. Of course, we know that we have all improved our Title I program in recent years. State assistance has been given in developing USOE guidelines, but we wanted to restate that it is necessary that the schools across the state, the states and local school districts, have some input in developing those guidelines. The group liked the categorical funding for educating the poor. Apparently there is a fear that if we do not have categorical funding, there will be no funding at all. We recommended that other funds be made available for specific programs. In the poor community there are also very gifted students. Approximately 42 percent of the funds are being appropriated for Title I and so the funds we are using at this time are primarily for the basics. Our group felt that there is a need for additional funds and programs that would permit gifted programs for the poor. Let them really develop fully.

We need to improve needs assessment. This gets us back to the kindergarten screening instrument again. We can do a better job of helping those handicapped students aged four to 12 if we really know who they are and what their deficiencies are. We can design programs that can be funded and should be funded to meet their needs.

There is also a need for a clarification of the non-public school situation. We discussed a letter from Commissioner Bell which spelled out some guidelines we were not familiar with, guidelines which describe what is expected of the states now in terms of providing services for non-public schools. Our group feels that there is a need for a very strong effort on the part of the USOE to clarify these guidelines so that a lot of us won't get into trouble. In Oklahoma, our

constitution will not permit direct funding. We need to know what we can do to satisfy the USOE and also satisfy our state.

Another need identified was in-service education. We felt that in-service education is particularly needed for the teachers of the poor, and funds should be made available for this. We know that there has been large sums of money in Title I, but we're saying there is a need for more.

MAINSTREAMING THE HANDICAPPED

by

Larry "Smokey" Davis, Consultant
Nevada State Department of Education

Although there are several problem areas in special education--identification; gifted and talented; finance, both at the state and federal level; the overall delivery of services to the handicapped; teacher certification; and mainstreaming--I have decided to talk about mainstreaming primarily. Even though *mainstreaming* is the in-word and seems to be one of the major trends in special education, it is also a very confusing term because there is no nationwide acceptable definition of mainstreaming. Special educators are to blame for that confusion because we've neglected to really define what we are talking about. In addition, we have neglected to define the target area student population which we are concerned about placing in the mainstreaming program.

To me, the word *mainstreaming* itself is a rather offensive word. Mainstreaming implies that whatever we have done up to this point in special education hasn't been all that good. It also implies that it is the thing, the number-one treatment design for handicapped kids; it's the cure-all. I just simply don't believe in that.

I would like to submit to you that perhaps a better term than mainstreaming would be *main egration*. Egration, to me, simply means that you would place a child and integrate him into a regular classroom program based upon his ability to handle that program. In that particular instance, it is the best place for him. Our problem with mainstreaming is that too many people feel we are going to mainstream everybody, which is not necessarily the best treatment design for handicapped kids. There's no way that we can mainstream into our regular education program those severely handicapped youngsters such as the severely and profoundly retarded, the seriously and emotionally disturbed, the deaf and the blind, or the severe behavioral disorders.

The child we're talking about really is the marginal child, the educable mentally retarded child, the learning disabled child. We need to make that very, very clear because in order for mainstreaming to be a success there must be a total communication and a total marriage between special educators and regular educators. And that is definitely going to take some doing.

I would like to suggest to you that before anyone in these local school districts, state agencies, or anyone on the federal or national level makes decisions, we must be allowed at least one-year lead-in time for planning. We're not going to accomplish anything in mainstreaming overnight. Many people have to be convinced. In reality I think special education has the obligation to sell their product, whatever the treatment design might be; but we need to be aware that we're not going to be able to walk into any kind of situation and immediately turn from one treatment design to another.

We need to involve many people in this planning. First, we need to start with the local boards of education. Now, remember, these are the same people that we special educators were telling five years ago, we do not have sufficient and adequate educational programs for the handicapped kids; therefore, create some

programs for the mentally retarded, the emotionally disturbed, etc. Give us some dollars, pull these kids out of the mainstream, and place them in situations where there are resource rooms, resource teachers, and, in some cases, self-contained classrooms.

We're going to have to go back in now and talk to those same people. Mainstreaming will never fly in any way, shape, or form unless the local administrators--and I'm talking primarily about the elementary school principal, the junior high principal, or the secondary education principal--are convinced that this treatment design is the best one for a target area population. In many cases, that will be an extremely difficult job. Lack of awareness and exposure to the handicapped child has something to do with that. Local educational agency administrators are very, very powerful, and they run their own show regardless of what happens many times on a county level or a district level. Until they are convinced, they will make no attempt to establish the program.

There must also be a tremendous amount of cooperation and planning between the regular classroom teacher and the special education teacher. You can run into all kinds of problems in this area. Then, too, parents will be very critical. In trying to convince parents that mainstreaming is a good thing for their kids, you're going to find, as we found, that they are going to be divided about 50-50 on this. It's going to be really extreme to say, "Mainstream them right now."

When you mainstream a youngster, you actually mainstream him four different ways: You remove him from one setting and you place him in another. It's a physical movement. You instructionally mainstream that youngster too. You change your method of instruction somewhat. You usually go from a small teacher ratio to a large one. You place him in with kids that perhaps he has played with on the playground, kids he knows are more accelerated than he is. You also socially and emotionally mainstream. All of these changes have a definite effect, and some of these effects are difficult to measure. If any one of them does not sufficiently meet this child's needs, then we ought to really consider that mainstreaming is perhaps not the best treatment design for that child.

III. THE EXCEPTIONAL CHILD

by

Buel N. Bowlan

Arizona State Department of Education

The exceptional child group was presented through the services of Larry "Smokey" Davis, Consultant to the Nevada State Department of Education. Our research resource person was John Jones, Chief of the Aid to States Branch, Bureau of Educational Handicapped. Although I'm not a special education person, I stayed in there long enough to give you a synopsis in one sentence, and those people in the meeting will pardon me for doing this again. The HEW, USOE, BEH, and SDE met to discuss LD's, MHMR's, EMR's, and LIC's, along with the problem of GNT's and we all agreed that we need more DOUGH.

Larry "Smokey" Davis decided to concentrate on one area, *mainstreaming*, which is now an in-word on Capitol Hill. When you discuss mainstreaming, you get into the problem of identification, you get into financing, you get into overall delivery of services; so by taking the theme of mainstreaming, "Smokey" covered all of those other topics. We were informed that we shouldn't plan in our state agencies and our public schools to consider mainstreaming for all special education students. We should probably concentrate on the marginal child and consider that person for mainstreaming. The severely handicapped probably should not and cannot be mainstreamed. It was also suggested that we might think of mainstreaming or even another word called *main egration*. It was also brought to our attention that mainstreaming implies that we are actually going backwards. We spent a number of years setting up special classes to meet the needs of the special child. Now we're taking the kids out of the special classes and putting them back into the classroom that we fought to get them out of so we could meet their special needs.

Because mainstreaming requires so much coordination, it was self-evident that we should have planning with such groups as local boards of education, local administrators, teachers, parents, and also the kids. The kids might really have some desires and some needs that they can express.

It was also noted that the parents are split 50-50 on mainstreaming again because of the history of the kinds of things that they fought for. If you've ever worked with groups on needs assessment, the parents of mentally retarded kids really come out forcefully, really know what they want; and now we're coming up with another idea that might not be acceptable.

Mainstreaming also means that we are mainstreaming four different ways: physically, instructionally, socially, and emotionally. If any one of the four topics does not meet the needs of the child, then we should reconsider mainstreaming.

Interestingly enough, across all the states in the room there was a mandate for special education; but funds were not always available to meet the mandate of satisfying the special needs of all those children. We discussed a number of ways that people were financing within a number of states. One method is the unit systems such as they have in Nevada. Another method is systems of addition to AVA for extra costs above and beyond what an AVA might cost such as we have in

Arizona. Another is payment of direct costs in terms of what it actually cost the district. However, there were problems with direct costs because even though payment was promised, when there weren't enough funds, only enough was appropriated to cover a pro-rated cost which became the direct cost even though it wasn't.

We also discussed certification. Some departments are certifying speech people and some people aren't in various states. We're concerned about certifying a nurse or not certifying a nurse or whether to issue a psychologist a special certificate.

The overall delivery of services in terms of the age of the person who will be served range from zero to 25 years of age in Michigan, from five to 18 in some states. Some states now are trying to secure legislation for ages three to 21. But with the recent impetus given to special education, students are coming into the programs now when they are already 15 or 16 years old, and they have not been in a program before. According to the way we provide services by state law, we'll only be able to give them two years of service.

We also discussed how to measure success within the new accountability law. If you have a person who is EMR and he goes through a year of the program and he's still EMR; and he goes through another year and he's still EMR, has he done anything? How do you measure success? Some states are measuring success in terms of reaching the objectives for each child. Some are measuring it in terms of reaching objectives for children in general within the program. How do you measure success and convince people in the decision-making realm--state board level, legislatures--that you are really getting something done in your program?

We talked about some unique services provided by state departments. Nevada has a circuit rider who goes to the smaller districts with only one, two, three, four, or five students and helps identify the special education needs. He then does some diagnosis and some work with the teacher; he provides in-service training for the teacher. Through the circuit rider system, Nevada is giving a number of services to the rural isolated areas.

We inquired about greater Federal participation in funding. There was an indication that fiscal year 1975 probably will not see programs for the handicapped being cut, one of the few categories that will not be cut.

Some of the states talked about their educational service centers. Arizona, notably in my experience, does not have this type of educational service center in our state. We're a small system in Arizona, and we either have to go through some inter-governmental agreement or find some other way that we can provide those services. It was interesting to me that some of the other states are setting up BOCES systems or other ways to handle the exceptional children's needs.

These were our topics; we did not come up with recommendations. We concentrated on current concerns and what states are now doing with special education.

RIPP CONFERENCE SUMMARY

by

Kenneth H. Hansen, Superintendent of Instruction
Nevada State Department of Education

Most summaries, and really many that I have myself given, are pretentious and presumptuous. A person pretends that he heard everything that went on, and then he presumes to try to interpret what it meant. Once when I was working with the Education Commissioner in the State of Oregon, we were discussing whether we wanted a summary of a meeting where Governor McCall was the major presenter. McCall, who is a very able, plain-spoken man, said in his rather dry New England accent, "No, I don't want my thoughts filtered through somebody else's soggy mind." Well, I think that is how most of us feel about summaries.

This is a difficult conference to summarize, and I will not attempt to recapitulate all the things that happened, particularly when this meeting, though extremely well planned and organized, had less form than most. That is, it wasn't a neat meeting to summarize because a majority of the time was spent in small groups. Not everybody had the same kind of experience or was exposed to the same kinds of knowledge, insight, and interpretation. One of our American philosophers once remarked, "The trouble with democracy is that it has a certain aesthetic scurviness; it just isn't neat like a monarchy or a dictatorship." Well, with all apologies to the meeting, it was characterized by a certain aesthetic scurviness, just not too neat around the edges. It was intended that way and it worked out that way very well; but it is difficult, if not impossible, to summarize the conference formally.

A few of my reactions to the meeting might be helpful to you or may arouse in you some negative feelings that you might want to react to either here or later. Although nobody planned it this way and nobody used this term, this whole meeting was a classic example of the Kurt Lewin force field analysis. In every one of the sessions, and I think almost every one of the very fine prepared presentations, all we were really doing was analyzing the fields of forces working for us and against us in each of these separate areas. Kurt Lewin first described this in much more eloquent and scholarly terms than I can. He said in every problem what you really need to do is to run a force field analysis. Look at the whole field of forces working on a problem and you will find it divides into two kinds, the forces working towards the solution of it and the forces working against. I believe this meeting, perhaps inadvertently, turned out to be a rather classic example of the force field analysis approach. Every session that I sat in on and every speaker that I listened to said, "Here are the things that are going for us and here are the forces that are pushing against the solution of this problem. Let's sort them out and see where we go from there."

That is the second most significant thing about this meeting. You were interested in where we go from there. I heard a lot of discussion that could be described as concern with basic principles, basic philosophies, basic differences in philosophies. I heard very few people saying anything that was not directed down the road. That is, once you have found what was working for you or against you, then you said, "What can we do about it?" So, there developed a series of what I would call "action alternatives." Out of many meetings emerged a series of alternatives

that spread out as though they were supposed to lie there indefinitely. I heard most of you talking about alternatives for action, not just alternatives for intellectual speculation.

Of course, the main thing about this meeting is the same one that has been brought to our attention many times before in these projects. It's what I call the "RIPP mix" which I think is a distinctive virtue of the Regional Interstate Planning Project. We do bring together a very interesting mix of people. The same groups are not always represented, but we always have the experts who are operating at the state agency level, the expertise of these various specialists here, each of you representing some specialty in your own agency, the very consistent and helpful presence of the USOE and almost always legislators, people representing LEA's, and people representing boards, both local and state.

The point here is not that this makes us one big happy interstate family, though it is good to have this feeling of belonging together and working together. The point is that this breaks down some of the more virulent of the old line stereotypes about each of these groups. We find that the charge that state departments are staffed by the leftovers of the public school system is simply not true. There is a very high level of quality, ability, and expertise on SDE staffs. The critics may still not believe that, but I think a group like this one proves that to be true.

There is a feeling, a stereotype, that the USOE people did not really understand local and state problems; and when they understood them, they still ignored them. That just won't wash. We've had different ones, but many of the same ones, with us now for a good many months--I could almost say years--and I don't think there is any doubt that those who represent the USOE out in the field are both knowledgeable about and conscientiously concerned about state problems. Now, there may be a few of the old iron bureaucrats, the rule-makers, the regulation writers buried somewhere in the labyrinthine corridors of those numerous buildings inhabited by OE, but the people that come out to work with us are themselves, almost without exception, products of either or both the local educational scene, the LEA, and the state education agency. So, we break down and put to rest some of those old myths about the USOE not knowing or caring about what happens at the local and state level.

You have often heard that legislators are annoyed, aloof, and turned off by educators. And often they should be. They are hostile to education because they are hostile to any attempt to con them with incomplete interpretations or inaccurate facts. They are hostile to our tendencies to use the special jargon of our field. They are hostile towards our failure to understand their problem that they can't give to us because there is not that much money available no matter how well we can identify, justify, and support every dollar of request in our budgets. I know we always say there is that surplus or we can add another surtax, but there is not enough money available for these purposes; and legislators I think are often annoyed that we go in and say, "Yes, but we're a special case," failing to note that 52 other state agencies are also coming in and saying "Yes, but we're a special case." So, this idea that legislators are hostile and cynical about education is again a myth that I think is broken down and shown for what it is, just a myth, when we actually get active legislators working with us on these problems.

That the SEA, the LEA, and the USOE are in a constant state of necessary tension and that everybody is suspicious of everybody else is again a myth that is

not borne out here where we are working together. So I think that the RIPP mix is really a unique contribution of 505 of Title V.

Finally, I have enjoyed this as a I have a great many of the other RIPP meetings because it exemplifies so clearly the relation among three things that are often confused in our minds and in what we say and do: the difference among principle, policy, and practice. Here we do talk about basic premises on which we operate, which are principle. That's where we come from in the current phrase. We also talked about policy which is simply a sense of direction.

I've looked forward to hearing my very good friend, Roald Campbell, because in his monumental study of policy, a thousand pages of it, nowhere did he define what policy is. Policy is not what you find in policy handbooks. Most of them are a mish-mash of basic philosophical principles and operating procedures. Policy is simply a sense of direction. Once you've established the premise or principle on which you operate, then you say it is our policy to operate from there and go yonder, wherever yonder may be.

Finally, because neither principle nor policy makes much difference unless you do something about it, we've spent a good bit of our time on practice or procedure. I do think that we have managed to keep the three separate. When we say I believe something or I hold this truth to be more or less self-evident, we know that is a premise. We say now from there we want to go somewhere else or in some specific direction; that is policy. But we don't confuse either of those with the way to implement both principle and policy which is operating procedure. I'm glad that we keep the three separate but keep them all in mind and finally concentrate on the most important of them, what we actually do at the operating level which each one of us represents.

I trust that that was an atypical summary in two ways. First of all, because I did not try to recapitulate what happened and second because I was at least mercifully brief.

MESSAGE

Dear Mr. LeFevre:

On behalf of New Mexico State University and as co-host of the Second International Conference of Community Education, I would like to offer a featured session to your association, RIPP.

What I am suggesting is that you adopt the Second International Conference as your spring conference for 1975. I believe you will all have an exciting and enriching experience by joining with educators of comparable positions from other nations in a genuine spirit of sharing. I invite you to bring this before your conference members for official adoption.

Sincerely,

Gerald Thomas, President
New Mexico State University

ANNOUNCEMENT

FORTHCOMING CONFERENCE ON COMMUNITY EDUCATION

International Bi-Lingual Conference on
Community Education

April 1, 2, and 3, 1975

April 1st: New Mexico State University
Las Cruces, New Mexico
April 2nd: Juarez, Mexico
April 3rd: Texas University
El Paso, Texas

For information, contact:

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